



City of Frisco, Texas **2006 COMPREHENSIVE PLAN**

Chapter 7: Growth Strategy

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Submitted By:

Dunkin, Sefko & Associates, Inc.

Townscape, Inc.

Kimley-Horn and Associates, Inc.





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The most successful communities take a multi-pronged approach to growth. New development adds value to the existing community. Localities get the most from their investments. Residents have a variety of transportation choices—walking, biking, transit, and driving. A mix of housing and neighborhood types meets the needs of couples, singles, families, and seniors, thus fulfilling the many American Dreams that exist in the marketplace.

- Smart Growth Network, *Getting to Smart Growth II: 100 More Policies for Implementation, Introduction* (2003)

Introduction

Throughout this comprehensive planning process, citizens and leaders in Frisco have asked how the City's rapid growth should be managed. The *Growth Strategy* provides direction through the principles, actions, and policies to achieve a livable and sustainable community. Frisco has a limited extra-territorial jurisdiction (ETJ) and has firm boundary agreements with adjacent cities. Frisco must be conscious of how the remaining land area is developed and/or preserved.

The *Growth Strategy* chapter is organized into four sections. The first section shares national growth trends, perspectives on growth management, and housing markets. The second section discusses the challenges of regulation growth unique to Texas cities; Texas State law makes growth management particularly difficult. Section three examines ways to accommodate population growth through development of infill tracts and the ETJ. This section also considers the expansion of public facilities, infrastructure, and emergency services needed to serve that population. The fourth section, as in previous chapters, outlines policies to guide decision-making as the growth and development occurs.



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The National, Regional & Local Housing Market

The national housing market has been experiencing what is referred to by many as a “housing bubble” in recent years. This term reflects a time period that has been characterized by extremely low interest rates, increasing housing prices, and high housing demand. Nationally, existing home prices rose faster than any other year since the 1970s⁷⁻¹.

Fluctuations in the national housing market are inevitable, but Dallas’ housing market has remained relatively stable. The annual percentage change in housing prices in the first quarter of 2005 nationally was 9.7 percent, and regionally (for Dallas) was 5.4 percent⁷⁻². In 2004, Texas’s annual change in housing prices was only 3.8 percent, which was the lowest in the nation⁷⁻³. At first glance these lower percentages may look like

Over time, housing in most communities acquires a distinct stratification by density and quality, reflecting relative price ranges. The strata do not necessarily lie in neatly defined layers. While some cities do reflect the classic theory of concentric circles of outward growth, accompanied by decline of the central city, just as many do not. In many communities, the quality and value of housing are unrelated to the age of housing.

Source: American Planning Association. *Policy Guide on Housing*. Ratified by the Board of Directors on April 26, 1999. www.planning.org/policyguides/housing.htm

a negative indication of housing appreciation in Texas and Dallas-Fort Worth area. However, these figures indicate a relatively stable housing market—the higher the percentage, the more inflated the “housing bubble” is likely to be. For example, some cities in Florida and California have between 32 and 45 percent change in housing prices⁷⁻⁴.

What does all of this information mean for Frisco? In order to insulate itself from a “housing bubble,” the City needs to concentrate on elements within its control. Specifically, attributes of development discussed within the *Land Use, Livability, and Transportation Strategies* can be managed as growth occurs. There is a greater probability that quality, unique development will be in demand on a constant basis. This will sustain property values into the future. **Housing within communities that has discernible characteristics of quality and uniqueness will be less susceptible to housing market fluctuations as it otherwise might be.** For instance, a traditional single-family home that fronts onto an open space area would be a more unique housing product than the same house in a typical subdivision. Homes on large lots are another example of a discernable characteristic that might distinguish one housing product from another. If Frisco is a City that is recognized as having better and more diverse housing choices in unique developments, the City will likely be able to consistently attract homebuyers in the future, regardless of fluctuations in the housing market, regionally or nationally.

⁷⁻¹ Glassman, James K. *Housing Bubble?* *Capitalism Magazine*, May 24, 2005. www.capmag.com

⁷⁻² *(Percentage for Dallas) Top Housing Markets: First Quarter Numbers Are In*. www.cnnmoney.com. Source identified as the National Association of Realtors.

⁷⁻³ Ted Wilson, Residential Strategies, Inc. – Presentation to CPAC on February 9th, 2005.

⁷⁻⁴ *Top Housing Markets: First Quarter Numbers Are In*. www.cnnmoney.com. Source identified as the National Association of Realtors.
Harvard Finds Homes Less Affordable But Housing Bubble Unlikely To Burst. July 2005. www.mortgagenewsdaily.com





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Accommodation of New Development

Development on Infill Tracts

The City has ample area within its current geographic borders to accommodate additional population. *Table 7-1* shows that over 50 percent of Frisco remains either vacant or is still used for agricultural purposes. There are numerous, large infill tracts that are available for development. These tracts also represent areas in which infrastructure can be readily extended. With their development first (i.e., prior to development in outer areas of the City or in the ETJ), the prevalence of “leapfrog” development will be limited and a contiguous City limit area will be achieved. The City should encourage development in these large infill tracts.

Annexation Into the ETJ

Often, the first avenue of discussion when addressing a community’s growth is the expansion of the geographic boundary. The City has 6,116 acres within its ETJ that could be annexed. Most of the acreage in the ETJ is vacant or used for agricultural purposes (as shown in *Table 7-1*). Due to the fact that the City is surrounded by municipalities, this ETJ acreage represents the only land area in which Frisco has to accommodate additional population growth beyond its current borders. Although no annexation plans are currently being pursued, the City of Frisco does reserve the right to annex ETJ property in the future as needed, in accordance with State law.

Table 7-1 ACREAGES & PERCENTAGES City of Frisco & the ETJ		
Area	Acreage	Percent Vacant
City Limits	38,178	54.3%
Agricultural/Vacant	20,718	
ETJ	6,116	93.3%
Agricultural/Vacant	5,709	

Expansion of Public Facilities & Services

Infrastructure is defined as the basic facilities and services needed for the functioning of a community. Critical infrastructure and key resources are necessary to provide a reliable flow of services essential to daily life, security, economy, and smooth functioning of government.



The interdependent network of public buildings, water lines, sewer lines, roads, and emergency response programs serve Frisco residents and visitors. The transportation strategy in the previous chapter covered roadway system. This section provides background information on water and wastewater service provision and emergency service response.

To accommodate additional residents and businesses, there must be expansion of the public facilities and services. With Frisco's condition of rapid population growth it is critical to implement strong policies regarding investing financial and staff resources to expand infrastructure and services. It is more costly to extend public facilities and services to the outer areas of the City than it is to extend services to areas just beyond existing development. Background information on the City's water, wastewater, and emergency response systems are outlined below. Policies related to infrastructure provision are described primarily within the Growth Policy #2 on page 7.17 and Growth Policy # 3 on page 7.18.

WATER SERVICE PROVISION

Water service provision is an especially critical issue for all cities in North Central Texas. The availability of water has become an increasing concern throughout Texas. Not only is potable water a necessary commodity for drinking, it is presently being used for irrigation systems. Potable water supply has become a major challenge in Frisco, due to the fact that the vast majority of new homes built within the City have in-ground sprinkler systems. The irrigation systems heavily tax the potable water supply during the dry summer months. Current information on Frisco's water service is as follows:

- ❖ Current water usage is 370 gallons per person per day, which calculates into approximately 29.5 million gallons per day (mgd); this is based on an approximate population of 79,702 as of September 1st, 2005.
- ❖ Water is supplied on a temporary basis to Little Elm (2 mgd) and Prosper (1 mgd).
- ❖ The City is basically at capacity during the high water usage months of the summer.
- ❖ The water system is currently able to support the population of 80,000 people, but expansion must occur every year due to excessive outdoor watering. Excessive in this case means irrigation that occurs when the soil reaches near saturation, when water can no longer be absorbed into the ground. Because of this, the water then begins to flow across the top of ground surface and can be seen flowing across sidewalks and over curbs and into the street. Excessive water use can also be identified by standing water or by walking on what appears to be saturated or very wet soil.
- ❖ Future capacity needed to support the estimated ultimate population of 280,132 (with build-out of the City limits and ETJ) will be almost 170 mgd for the maximum daily demand, as listed in the Water and Wastewater CIP Study dated July, 2005 by Freese and Nichols.
- ❖ Two 10-million-gallon (mg) ground storage tanks and a 50 mgd pump station are under construction at the Frisco Public Works facility. These are anticipated to be operational in the summer of 2006.
- ❖ A 2.5 mg tower is located on Timber Ridge Drive, and is anticipated to be operational in early 2006.
- ❖ A 2.5 mg tower is located on Teel Parkway, and is presently in the planning stages. It is anticipated to be operational in early 2007.



WASTEWATER SERVICE PROVISION

The City has adequate wastewater service and capacity. Current information on Frisco's wastewater service is follows:

- ❖ Current wastewater usage is 62 gallons per person per day, which calculates into approximately 4.9 mgd.
- ❖ The wastewater system capacity is currently 5.3 mgd.
- ❖ A new 5.0 mgd Panther Creek Plant is under construction and is anticipated to be operational by January, 2008. This will essentially increase the City's wastewater capacity to 10 mgd (the 0.3 mgd plant will be abandoned when Panther Creek Plant becomes operational).
- ❖ With the new plant operational, Frisco will have enough capacity to support approximately 150,000 people if wastewater usage remains the same. The City is anticipated to reach this population between 2015 and 2020 (refer to *Table 4-6*, page 4.19 in the *Land Use Strategy*).
- ❖ Future wastewater system capacity needed to support the ultimate population of 280,132 (with build-out of the City limits and ETJ) will be approximately 17 mgd.
- ❖ On-site septic systems are not prevalent in Frisco, and are therefore not a concern.

EMERGENCY RESPONSE SERVICES

PUBLIC WORKS

The Public Works Department maintains street and traffic safety through the Street Improvement Program, drainage work, sidewalk and curb repair, and pothole repair. In addition to maintaining the City's infrastructure, the Public Works Department responds with emergency services in the event of storms by removing fallen trees, managing storm water run-off, removing ice accumulation on roads through salting, and other services as necessary.

FIRE DEPARTMENT

The Fire Department protects lives, property, and the environment from the adverse effects of fires, illness, accidents, natural disasters, and other hazards by promoting public safety education and maintaining a well-equipped, highly trained and motivated workforce of professional firefighters and rescue personnel. The Fire Department is divided into three primary divisions: 1) Administration, 2) Fire Suppression, and 3) Emergency Management.





In addition to fire suppression, the Fire Department provides the Hazardous Materials Response (HMR), Specialized Rescue, Fire- and Life-Safety Code Enforcement, Fire Sprinkler and Alarm System Plan Reviews, Arson Investigation and educational programs for the community. The measures used to evaluate Frisco's fire programs for the various divisions include, but are not limited to, the following:

❖ Fire Administration

- Continue to maintain the Insurance Services Office (ISO) Property Protection Classification rating of '1';
- Continue to construct fire stations according to *Figure 7-1*;
- Develop innovative fire and life safety education programs and facilities for children in Frisco (e.g., Safety Town and Citizens Fire Academy); and,
- Continue to pursue grant funding for HAZMAT (hazardous materials), Homeland Security and/or Community Emergency Response Team (CERT) programs.

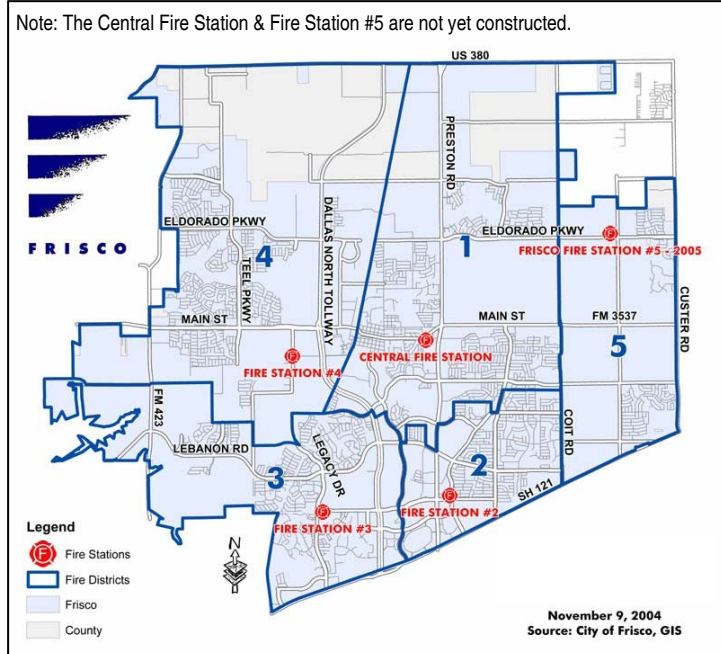
❖ Fire Suppression

- Provide timely responses to fire-related emergency calls;
- Providing superior fire protection coverage to all current and future planned subdivisions in Frisco; and,
- Maintaining and/or increasing the number of commercial and multiple-family residential buildings inspected annually, with follow-up.

❖ Emergency Management Services (EMS)

- Maintaining and/or improving EMS response time; and,
- Continue to support and expand the Flood Emergency Management Agency's (FEMA) CERT programs (FEMA is part of the Homeland Security Department).

Figure 7-1
FIRE STATION LOCATIONS
City of Frisco, Texas





POLICE DEPARTMENT

The Police Department's describes its responsibilities in its Mission Statement, which is to "maintain and improve community livability by working with all citizens to preserve life, maintain human rights, protect property, and promote individual responsibility and community commitment." The Police Department is divided into three primary Divisions, 1) Administration, 2) Services, and 3) Operations. The measures used to evaluate Frisco's police programs for the various divisions include, but are not limited to, the following:

❖ Police Administration

- Maintaining or improving customer survey results; and,
- Making progress toward accreditation (this is a voluntary effort that allows the department to assess itself using nationally recognized professional standards developed by the Commission on Accreditation for Law Enforcement Agencies).

❖ Police Services

- Increasing participation in the Frisco Neighborhood Watch program;
- Increasing the number of crimes solved through proactive investigation; and,
- Increasing the number of detectives concentrating on juvenile cases and number of cases cleared.

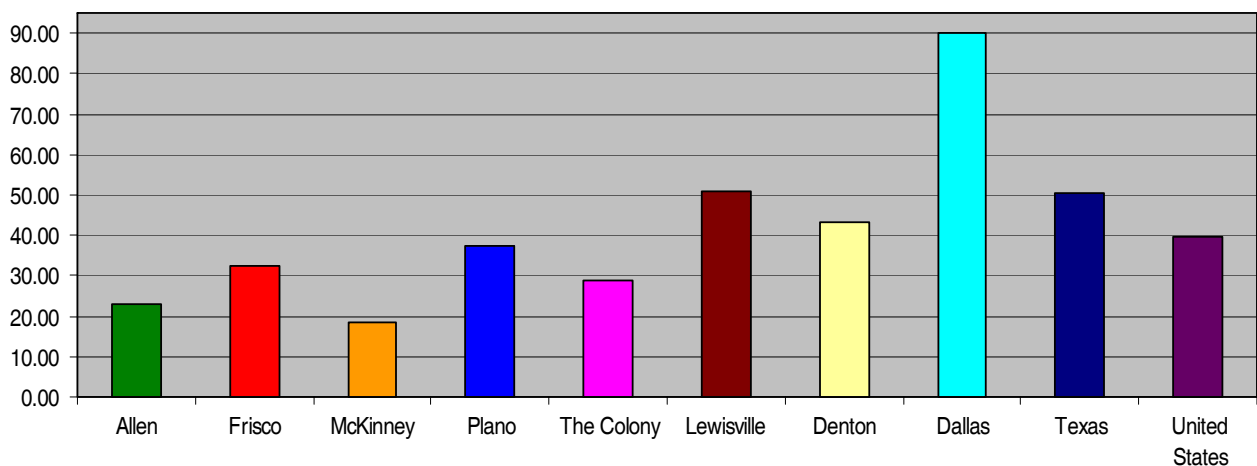
Table 7-2
CRIME STATISTICS – 2004
Frisco & Selected Cities in
Collin County & Denton County

City	Total Crime Index	Crime Rate Per 1,000*
Allen	1,534	23.10
Frisco	2,403	32.51
McKinney	1,698	18.36
Plano	9,252	37.46
The Colony	1,054	28.92
Lewisville	4,415	50.95
Denton	4,144	43.08

Source: City of Frisco Police Department Website, secondary source – Texas Department of Public Safety.

* Based on North Central Texas Council of Governments Estimated Population as of 1/1/2005

Figure 7-2
CRIME RATES PER 1,000 – 2004
Frisco & Other Metroplex Cities, the State of Texas, & the United States

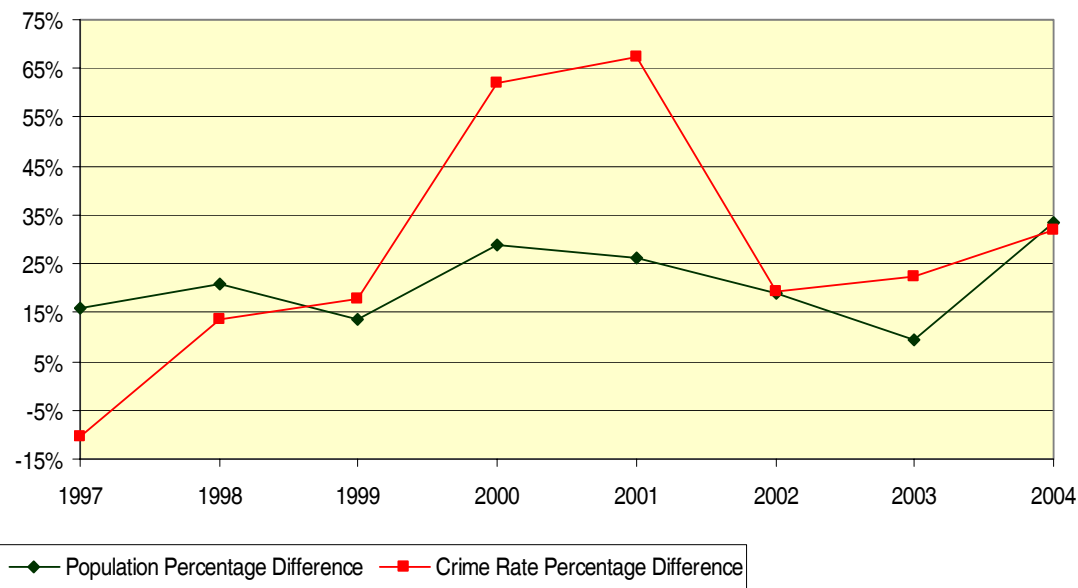


Source: City of Frisco Website, Police Department Crime Statistics link, unless otherwise noted below.
Dallas, Texas & United States – www.fbi.gov, Uniform Crime Report 2004



- ❖ Police Operations
 - Ensuring that the crime rate is low compared to other Collin County communities (see *Table 7-2* and *Figure 7-2*, both on page 7.13); and,
 - Maintaining adequate response times.

Figure 7-3
 COMPARISON OF POPULATION PERCENTAGE DIFFERENCES & CRIME RATE PERCENTAGE DIFFERENCES – 1997 TO 2004
 City of Frisco, Texas



Source: City of Frisco Website, Population Info from Planning & Development Services; Crime Rate from Police Department Crime Statistics link

LOCAL SCHOOL DISTRICTS

When communities experience rapid rates of population growth, they often experience challenges with service provision such as those just previously discussed. School districts face similar challenges when rapid growth occurs. Not only do they have to find ways to fund and construct adequate facilities, but they also have to address the way in which their schools are zoned. It should be noted that the term zoning in this case refers to where children will attend school based on where they live within the school district.



The school-age population that lives within Frisco may attend one of four school districts—the Frisco Independent School District (FISD) that covers most of Frisco, the Lewisville Independent School District (LISD) in the southwest, the Little Elm Independent School District (LEISD) to the west (a small area of Frisco), and the Prosper Independent School District (PISD) to the northeast. A few observations about the local school districts in relation to Frisco are:

- ❖ Frisco ISD covers most of the City, and therefore, of the four districts the FISD impacts the City the most.
- ❖ The City has a positive and mutually beneficial working relationship with each school district. As development occurs, the City and school districts work together to ensure that new school locations and potential school sites are considered.
- ❖ Frisco has an interest in helping to maintain the quality of local school districts. School quality is a major determinant for families when they are considering where to make their home, and therefore it affects population growth. It is also often a prime factor for businesses in determining where to locate, and therefore it affects economic development opportunities.
- ❖ Housing diversity can help maintain quality school districts over time. School districts are often faced with large peaks in enrollment when an area experiences rapid population growth. However, as children grow up and new families are not moving in as rapidly, school districts can experience sharp decreases in enrollment. A diversity of housing types can help school enrollment levels remain relatively stable because housing choice provides options for the full life-cycle.

Traditional factors, such as location, costs and access to qualified labor, continue to play an important role in business relocation. Increasingly, though quality of life issues have emerged as a critical element in the site selection process. These issues include, among other things, good school systems, available affordable housing, opportunities for recreation, and low crime rates.

Kotval, Zenia and John Mullin – A Profile of Housing in Massachusetts: Housing as a Factor in Business Location Decisions, University of Massachusetts, 1998





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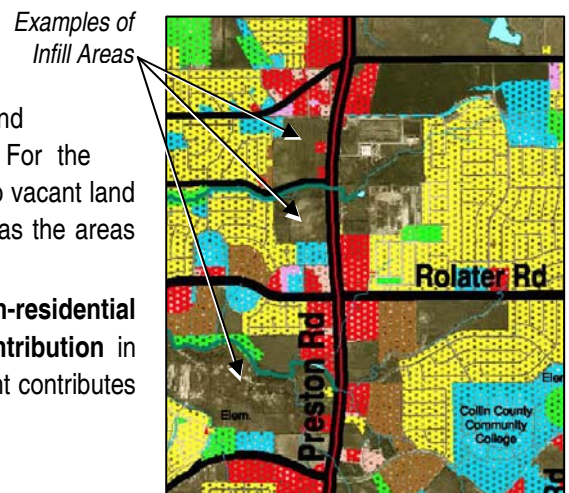
Growth Policies

Following are the growth policies. The *Implementation Strategy* will outline specific ways in which the City can implement the land use policies, along with other recommended policies from other chapters of the *Comprehensive Plan*.

1. FOCUS CAPITAL IMPROVEMENTS & DEVELOPMENT EFFORTS ON SUPPORTING INFILL DEVELOPMENT

- ❖ **Development of infill tracts should be a first priority**, and infrastructure capital improvements should reflect this. For the purpose of this *Growth Strategy*, the term infill tract refers to vacant land within Frisco that is in proximity to developed areas, such as the areas shown in *Figure 7-4*.
- ❖ **Exceptions should be made for regional, non-residential development that would make a community-wide contribution** in terms of tax revenue or employment, or if such development contributes to the City's goal of being a destination City.

Figure 7-4
EXAMPLES OF INFILL TRACTS
(FROM THE EXISTING LAND USE MAP, PLATE 4-1)



2. ENSURE CITY SERVICES ARE ADEQUATE TO MEET POPULATION NEEDS AS FRISCO GROWS TOWARD BUILD-OUT

- ❖ **Continue to monitor and increase water service availability.**
 - **System expansion should be a constant priority.**
 - **The City should increase the public's awareness of the need for water conservation**, especially during high-usage summer months.
 - **The City should continue to endorse ways in which new development can contribute to water conservation**, such as requiring native and/or drought-tolerant species with organic mulch when landscaping is required to minimize fertilizers and excessive water use.



- ❖ **Continue to explore the use of gray water for landscaping.** This type of water can be used to augment the water supply by allowing it to be used for maintaining lawns and landscaping⁷⁻⁵.
- ❖ **Continue to monitor and increase wastewater service availability.**
 - **System expansion should continue to be an on-going priority;** however, water system expansion should take precedent since the demand on that system is more of an immediate challenge.
 - **The City should continue its policy of prohibiting on-site septic systems** (existing systems are grandfathered). All new development should continue to be required to connect with the City's wastewater system.
- ❖ **Continue to address transportation services.** Building all roadways will not eliminate grid-lock.
 - Trips generated by new development will have to be managed through mixed use development patterns (to lessen the number of trips), multi-modal transportation options, and possibly secondary routes (i.e., an effective system of collector roadways).
 - Phase construction of roads with availability of funding.
 - Work with developers/landowners toward public-private partnerships to develop the Cities major thoroughfares.
- ❖ **Maintain and expand police and fire services to meet the needs of Frisco's current and future population, and improve upon such services as funding allows.**

3. PROVIDE SERVICES TO AREAS IN THE ETJ ONLY UNDER LIMITED, SPECIFIC CIRCUMSTANCES

- ❖ **Ensure that services are provided in the ETJ (outside the City limits) only under the following circumstances:**
 - As part of an agreement that provides for development consistent with the Comprehensive Plan
 - The City's ability to annex the property in the future
 - The quality of the development occurring is consistent in every way to City standards that would otherwise be imposed if development was occurring within the City limits
 - For a use or development that offers significant public benefits to the entire Frisco community.
- ❖ **Do not support the establishment of special or municipal utility districts.**

⁷⁻⁵ EPA Website: www.epa.gov, *Water* link & *Clean water through conservation* link. Gray water is defined as domestic wastewater composed of wash water from kitchen sinks and tubs, clothes washers, and laundry tubs. The City of St. Petersburg, Florida, has implemented an urban dual distribution system for reclaimed water for nonpotable uses. This system provides reclaimed water for more than 7,000 residential homes and businesses.



4. ENCOURAGE CONTIGUOUS DEVELOPMENT PATTERNS

- ❖ **Utilize the criteria in Chapter 5, Table 5-2, *Tiered System of Evaluation for New Developments Based on Location & Size*, page 5.18.** Such criteria require less of developers of small, infill parcels than of large, outer parcels.
- ❖ **Encourage development of tracts that are in proximity to existing water and wastewater lines.**
- ❖ **Encourage development of tracts that are in proximity to existing development in order to ensure adequate response times by emergency services.** There are challenges providing such services to developments that are located in outer areas of the City. For example, there is a time and resource cost for emergency response services. In addition, there are added physical challenges for emergency response teams to respond when developments are farther out with limited street access points.

5. WORK ACTIVELY WITH OTHER GOVERNMENTAL ENTITIES TO PROVIDE COST-EFFECTIVE, QUALITY SERVICES & FACILITIES

- ❖ **Continue to support the performing arts facility** that Frisco is jointly funding with Plano and Allen, along with private monies (the cities have pledged \$57 million, with another \$15 million to be raised from the private sector). This facility is to be constructed in phases, and the first facility to be completed is a performing arts theatre (with educational and outdoor venue areas). The City should continue to support the development of the facility and the related 118-acre site so that all phases are developed.
- ❖ **Investigate ways in which the City can work with Collin County and Denton County to achieve the principles, actions, and policies within this Comprehensive Plan.** For example, Collin County has funding available to area cities for various types of projects including parks, transportation, and public facilities⁷⁻⁶. (Matching funds from the cities is often a requirement for Collin County funds.) Another example is that Denton County has provided funding to Carrollton for providing County residents with library services⁷⁻⁷.
- ❖ **Investigate ways in which the City can work with surrounding cities on transportation challenges.**
 - Coordinate with neighboring communities on issues such as median openings and intersection improvements.
 - Coordinate transit options with surrounding cities and Collin County and Denton County—this is a must for regional rail success.
- ❖ **Continue to work with area school districts to coordinate where future school sites will be needed in relation to population and development.** There are four school districts that need to be considered—the Frisco

⁷⁻⁶ Collin County Website – The 2003 Bond Program, Public Information link from the Departments link from the homepage. Website: www.co.collin.tx.us.

⁷⁻⁷ City of Carrollton Council Agenda for a Special Work Session held August 1, 2005. City Website: www.cityofcarrollton.com.





Independent School District (FISD) that covers most of Frisco, the Lewisville Independent School District (LISD) to the southwest, the Little Elm ISD (LEISD) to the west (a small area of Frisco), and the Prosper Independent School District (PISD) to the northeast.

- ❖ **Encourage a diversity of housing types to help school enrollment levels remain relatively stable.** Communities which build out with an overabundance of single family homes (i.e. homes targeted to families with children) tend to have more pronounced peaks and valleys of school enrollment demand than communities which are comprised of a variety of housing types targeted to the full life cycle.

6. INTEGRATE GROWTH CONCEPTS INTO THE ZONING DECISION-MAKING PROCESS

- ❖ **Consider the following issues as zoning decisions are made:**
 - Is the development on an infill tract or is it adjacent to existing development?
 - How far is the development from existing roads and infrastructure?
 - Will emergency service be able to provide effective response times?
 - Does the development respect environmentally significant areas?
 - Is the development within walking distance to retail areas, public uses, parks and open space, etc?
 - Does the development allow for the future integration of transit, when applicable?
 - How does the development proposal impact the City fiscally—tax revenue, employment, public considerations (such as parks, schools, etc.)?
 - How does the development proposal impact the appropriate school district (e.g., Prosper, Frisco, Lewisville, or Little Elm ISD), in terms of school planning and school attendance zoning?
 - How does the development address the elements of livability, sustainability, and community design discussed in the *Livability Strategy* chapter?
- ❖ **Carefully consider any requested rezoning of property that intensifies use.**
 - The Comprehensive Plan should be used as a guide to determine whether the requested rezoning is consistent with Frisco's principles, actions, and policies.
 - If immediate development of the property is intended to occur upon the rezoning, the City should be sure that the proposed development is of a type and quality that will be acceptable for the long-term.
 - If the rezoning is requested on a speculative basis, the City should consider a Planned Development and/or require a Developers Agreement.
- ❖ **Consider developing and maintaining a fiscal impact model**, which would help the City evaluate zoning and development decisions based on their fiscal merits.
- ❖ **Consider the way in which the development fits into the principles, actions and policies outlined in this *Comprehensive Plan*.** Zoning decisions need to fit into the whole picture provided by this *Comprehensive Plan* to ensure that Frisco's ultimate build-out achieves the ideal of a livable and sustainable City.